

CITY OF HAYWARD
AGENDA REPORT

AGENDA DATE 03/01/05

AGENDA ITEM 4

WORK SESSION ITEM _____

TO: Mayor and City Council
FROM: City Manager
SUBJECT: Route 238 Corridor Improvement Project

RECOMMENDATION:

It is recommended that the City Council adopt the attached resolution authorizing:

1. Submittal of the Route 238 Corridor Improvement Project described herein to ACTA as the substitute project for the Route 238 Bypass Project in the Measure B Expenditure Plan; and
2. Working with ACTA and ACTIA in seeking previously programmed state funds for use in conjunction with the Strobridge extension and I-580/Redwood Road interchange in Castro Valley.

It is further recommended that staff be authorized to work with ACTA or ACTIA to identify possible funding to analyze the feasibility of a Rapid-Bus type service from BART to Cal State.

DISCUSSION:

At the meeting of November 9, 2004, the Council approved the Route 238 Corridor Improvement Project. As approved, the project included a grade separation at Mission/Foothill/Jackson along with various other improvements on Mission and Foothill south and north, respectively, of the grade separation. Limited property acquisition was recognized as necessary on Mission, but none was authorized on Foothill. Rather, the Foothill improvements were to occur within the existing right of way.

Due to a concern that the approved project would provide only limited traffic circulation improvements, at your January 18 worksession staff presented the mini loop concept. Under this concept:

- Foothill Boulevard would become one way northbound, from the Mission/Foothill/Jackson intersection to A Street;
- A Street would become one way westbound, from Foothill to Mission; and
- Mission Boulevard would become one way southbound, from A Street to the Mission/Foothill/Jackson intersection.

As a result of the one way couplet, the grade separation would be significantly reduced (only eastbound Jackson to northbound Foothill would be depressed) and B Street would be returned to a two-way direction between Foothill and Second. Exhibit A depicts the general configuration of the mini loop concept, while Exhibit B enumerates its salient features.

While the Council expressed interest in the concept, it concurred with staff that further traffic analysis should be conducted to ascertain if the mini loop would yield favorable results. This evaluation was deemed critical because, as the Council may recall from previous presentations, the traffic model projects that traffic volumes in Hayward will increase by 30% over present conditions by year 2025.

The traffic analysis compared the mini loop configuration to a no project scenario. Measuring the Levels of Service (LOS), the analysis concludes that the mini loop produces favorable results (See Exhibit C). In particular, in the AM peak, only four intersections in the corridor are projected to operate at LOS F in 2025 under the mini loop, as compared to 10 in the no project scenario. For the PM peak, five intersections are projected to operate at LOS F in 2025 under the mini loop, as contrasted to 13 in the no project condition. Clearly, the mini loop provides marked congestion relief over a no project situation, and is very similar to what had previously been identified for the Modified Project. Although some intersections will continue to operate at LOS F, major bottlenecks at the Mission/Foothill/Jackson and Foothill/A intersections are eliminated or greatly improved with implementation of the mini loop.

Another advantage of the mini loop is the ability to provide additional streetscape enhancements. For example, because of the one way traffic flow, it is possible to provide 14-foot sidewalks on both sides of Foothill Boulevard, as well as provide a 6-foot bicycle lane on the east side of the street. These wider sidewalks will provide adequate space for larger street trees, and other embellishments. On Mission Boulevard, a wide curb lane will enable a bicycle route to be provided on the west side of the street.

While the right of way acquisitions in the downtown area have been mostly eliminated, there is one area not previously identified where right of way will be needed. Specifically, some right of way will be needed on the south side of D Street, from Foothill to Watkins, in order to accommodate double left turn movements at Mission. This is necessary since drivers will no longer be able to turn left on to Foothill to reach Mission or Jackson.

Overall, the mini loop project entails significantly fewer property acquisitions and is substantially less costly. Properties to be obtained are reduced by about two-thirds, from the 67 parcels (37 full, 30 partial) previously reported to 21 parcels (13 full, 8 partial) under the mini loop. Likewise, estimated project costs have declined significantly (over 40%), from an estimated \$155 million for the Modified Project, to approximately \$90 million under the mini loop.

Finally, the project before you tonight continues to include the elements on the corridor (north of A and south of the grade separation) approved by the Council in November. This involves the provision of peak hour only travel lanes on portions of Mission and Foothill, spot widening at the Mission/Carlos Bee intersection, a fully signalized intersection at Mission and Berry, and modifications to the entrance to Moreau High School (a new left-turn-only traffic signal into the school driveway) and related changes to the Mission/Jefferson intersection.

Route 238 Working Group

The concepts, preliminary traffic analysis, and estimated cost for the mini loop were initially presented to the Route 238 Working Group on February 2, and more fully discussed on February 16. During the February 16 meeting, comments were expressed with regard to the ability of the project to address regional traffic concerns, the potential inconvenience to motorists during construction, the impact of one way streets on retail establishments, the probability of additional traffic on Second Street when accessing the University, the adequacy of the westbound A Street to southbound Mission Boulevard movement and the ability of the City to maintain Mission and Foothill Boulevards, should these routes be relinquished by the State.

When the Working Group concluded its deliberations at the February 16 meeting, the CATS representative and Mr. Billmire indicated support for the mini loop project, while the Chamber and Cal State representatives indicated their organizations could probably not support the project. Supervisor Miley's representative did not take a position, noting that most of the impacts occur in the City and therefore appropriate for the City to decide whether to proceed with the project. He did note that the County wishes to continue to work with the City to address any impacts that may be experienced in the County. Mr. Lewis indicated a "qualified non-opposition" to the project. At the meeting, staff reported the project had been discussed with Mr. Cavolowsky (who was absent) who expressed general support for the mini loop concept.

Outstanding Matters

Last November, when the Council acted on the Route 238 Project, staff presented three recommendations. The Council made a decision with respect to the project itself, but did not expressly act on the remaining two recommendations. To quote from that agenda report, the two additional recommendations were as follows:

- "Second, that working in conjunction with Alameda County and the Alameda County Transportation Authority (ACTA), appropriate steps be pursued to ensure that the \$16.8 million presently programmed in the State Transportation Improvement Program for the I-580/Route 238 Bypass interchange be reserved to fund the extension of the Strobridge Avenue off-ramp to Castro Valley Boulevard. In addition, that any portion of the \$16.8 million not needed for the off-ramp extension be reserved to fund the improvements being studied for the I-580/Redwood Road interchange in Castro Valley."
- "Third, that ACTA or ACTIA be contacted to identify possible funding to undertake an analysis of a Rapid-Bus type service from BART to CSUH. The study will need to confirm demand and identify available funding sources for both capital acquisition as well as ongoing operating and maintenance expenses."

Because the Council did not directly address the two preceding items, they remain in an unresolved state. Council action is therefore requested.

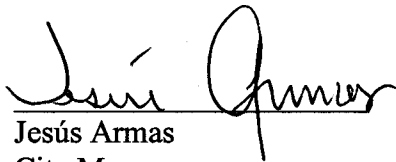
NEXT STEPS:

If the Council approves moving forward with incorporating the mini loop into the project approved last November, a letter will be submitted to ACTA requesting approval of this project as a replacement for the Route 238 Bypass, as well as funding to proceed with the environmental

review process. For a variety of reasons, an amendment to the 1986 Measure B Expenditure Plan will also need to be processed.

Assuming a favorable response from ACTA, the first major task will be preparation of an Environmental Impact Report. The environmental process, which requires consideration and analysis of alternatives to the project, could begin as early as this summer or fall. Based on the scope of the project, staff estimates the environmental work could take anywhere from eighteen months to three years, meaning that decisions on the EIR could be made in early 2007, followed by right-of-way acquisition and start of construction. Construction, which would be phased and could begin as early as 2008, is estimated to take about two years. Because of the complex nature of the project, construction would not be completed until 2010 or 2011.

In conclusion, staff recommends that the mini loop be incorporated into the project approved by the Council last November and that you authorize its submittal to ACTA.



Jesús Armas
City Manager

Exhibits: Exhibit A: Mini-Loop Concept Plans
Exhibit B: Mini-Loop Components
Exhibit C: Levels of Service Analysis

DRAFT

NH
2/25/05

HAYWARD CITY COUNCIL

Resolution No. _____

Introduced by Council Member _____

**A RESOLUTION AUTHORIZING THE CITY OF
HAYWARD'S SUBMITTAL TO THE ALAMEDA
COUNTY TRANSPORTATION AUTHORITY OF A
PROPOSED REPLACEMENT PROJECT FOR THE
HAYWARD BYPASS IN THE 1986 MEASURE B
EXPENDITURE PLAN**

WHEREAS, increasing traffic congestion in the City of Hayward has been a major issue for over 40 years, and the Route 238 Hayward Bypass was designed and planned to address this congestion; and

WHEREAS, funding for Stage 1 of the Hayward Bypass was included in the 1986 Measure B sales tax Expenditure Plan administered by the Alameda County Transportation Authority (ACTA), but subsequent court decisions have stated that Measure B funds cannot be used on the Hayward Bypass project as proposed by Caltrans; and

WHEREAS, the City of Hayward wants to retain the Measure B funds to address traffic congestion in the Route 238 corridor; and

WHEREAS, the City entered into an agreement with ACTA for \$1.5 million to develop the previous designated "Consensus Project" and prepare a Project Study Report-style document; and

WHEREAS, the "Consensus Project" was renamed the "Route 238 Corridor Improvement Project"; and

WHEREAS, the City Council appointed a Route 238 Working Group, made up of Bypass supporters and opponents and an Alameda County representative to review the information prepared for the Route 238 Corridor Improvement Project; and

WHEREAS, the Working Group met for over a year, and two public meetings were held to receive public comment on various alternatives to the Route 238 Corridor Improvement Project during which significant concerns were expressed by the public regarding the project cost and magnitude of the right-of-way takes; and

WHEREAS, in response to the public comments, a project was developed which resulted in significantly fewer right-of-way takes and a markedly reduced project cost; and

WHEREAS, in response to Alameda County concerns about cut-through traffic in the Norbridge neighborhood, the extension of the Strobbridge Avenue off-ramp to Castro Valley Boulevard was recommended as a solution; and

WHEREAS, ACTA has set March 31, 2005 as a deadline for the City to submit a proposed replacement project for the Route 238 Bypass or risk the potential loss of the availability of project reserve funding.

NOW, THEREFORE BE IT RESOLVED, that the City Council hereby submits the Route 238 Corridor Improvement Project as defined in the March 1, 2005 agenda report as the Hayward proposed replacement project for the Route 238 Bypass in regional planning documents and the 1986 Measure B Expenditure Plan.

BE IT FURTHER RESOLVED, that staff is authorized to work with ACTA on an amendment to the 1986 Measure B Expenditure Plan to include the proposed replacement project if the ACTA Board finds it acceptable.

BE IT FURTHER RESOLVED, that in conjunction with Alameda County and ACTA, that appropriate steps be pursued to ensure that the \$16.8 million presently programmed in the State Transportation Improvement Program for the 1-580/Route 238 Bypass Interchange be reserved to fund the extension of the Strobbridge Avenue off-ramp. It is also recommended that any portion of the \$16.8 million not needed for the extension be reserved to fund the improvements being studied for the I-580/Redwood Road interchange.

BE IT FURTHER RESOLVED, that the City Council commends the Route 238 Working Group for its time and dedication to this effort and for its thorough study of the project.

IN COUNCIL, HAYWARD, CALIFORNIA _____, 2005

ADOPTED BY THE FOLLOWING VOTE:

AYES: COUNCIL MEMBERS:

MAYOR:

NOES: COUNCIL MEMBERS:

ABSTAIN: COUNCIL MEMBERS:

ABSENT: COUNCIL MEMBERS:

ATTEST: _____
City Clerk of the City of Hayward

APPROVED AS TO FORM:

City Attorney of the City of Hayward

DUE TO THE LENGTH OR COLOR OF
THE REFERENCED EXHIBITS, THEY
HAVE BEEN ATTACHED AS SEPARATE
LINKS.